

**Report to Congress
on Implementation of Title XVI of P.L. 110-417,
the Reconstruction and Stabilization Civilian Management Act
of 2008**

Section 1608 of the Reconstruction and Stabilization Civilian Management Act of 2008, (Title XVI of P.L. 110-417) (“the Act”), enacted October 14, 2008, requires that the Secretary of State submit an annual report to the Congress on the implementation of the Act that includes a reconstruction and stabilization strategy required under section 1607 of the Act. For ease of reading, the strategy is included as a separate section at the end of this report.

The report, prepared by the Department of State, and the Strategy, prepared in consultation with the U.S. Agency for International Development, is being submitted to the Committee on Foreign Affairs of the House of Representatives, and the Committee on Foreign Relations of the Senate as required under the Act.

SEC. 1608. ANNUAL REPORTS TO CONGRESS.

Not later than 180 days after the date of the enactment of this Act and annually for each of the five years thereafter, the Secretary of State shall submit to the appropriate congressional committees a report on the implementation of this title. The report shall include detailed information on the following:

- (1) Any steps taken to establish a Response Readiness Corps and a Civilian Reserve Corps, pursuant to section 62 of the State Department Basic Authorities Act of 1956 (as added by section 1605 of this title).*
- (2) The structure, operations, and cost of the Response Readiness Corps and the Civilian Reserve Corps, if established.*
- (3) How the Response Readiness Corps and the Civilian Reserve Corps coordinate, interact, and work with other United States foreign assistance programs.*
- (4) An assessment of the impact that deployment of the Civilian Reserve Corps, if any, has had on the capacity and readiness of any domestic agencies or State and local governments from which Civilian Reserve Corps personnel are drawn.*

- (5) The reconstruction and stabilization strategy required by section 1607 and any annual updates to that strategy.*
- (6) Recommendations to improve implementation of subsection (b) of section 62 of the State Department Basic Authorities Act of 1956, including measures to enhance the recruitment and retention of an effective Civilian Reserve Corps.*
- (7) A description of anticipated costs associated with the development, annual sustainment, and deployment of the Civilian Reserve Corps.*

The Secretary of State is designated as lead for reconstruction and stabilization (R&S) operations for the U.S. Government (USG) as noted in section 1602 of the Act. The Office of the Coordinator for Reconstruction and Stabilization (S/CRS) supports the Secretary by managing the Civilian Response Corps¹ (CRC) program.

The CRC provides the USG with a standing capability to complement the conventional operations of departments in R&S operations and staff whole-of-government response structures. The CRC is comprised of three complementary components: Active, Standby, and Reserve.

The **Active** component is comprised of members who are full-time USG employees of Federal departments² whose specific job is to train for, prepare, and staff R&S operations. They provide the USG with a ready source of expeditionary capabilities. They focus on critical initial interagency functions such as assessment, planning, coordination, management, logistical, and resource mobilization for response and implementation of R&S operations.

The **Standby** component is comprised of existing full-time USG employees who may or may not have current positions related to R&S operations. However, they have specialized subject matter expertise useful

¹ The Reconstruction and Stabilization Civilian Management Act of 2008 authorized a Response Readiness Corps (comprised of federal employees in both active and standby status) and a Civilian Reserve Corps. The term “Civilian Response Corps” refers to both groups collectively and is comprised of Active, Standby and Reserve components.

² The eight Participating Agencies consist of the Department of State, the United States Agency for International Development (USAID), and the Departments of Justice, Agriculture, Commerce, Treasury, Homeland Security, and Health and Human Services.

in R&S operations and have committed to being available for deployment within 30 days. When activated, they serve as employees of their Participating Agency assigned to U.S.-based planning or assessments, or overseas deployment, within a whole-of-government response structure. They provide critical reinforcement and follow-up for the Active component, as well as additional pertinent skills and expertise.

The **Reserve** component is comprised of U.S. citizens who have committed to be available for call-up to serve as USG temporary employees in support of R&S operations. They provide a pool of qualified, pre-trained, and ready civilian professionals with specialized expertise and skills either absent in the federal workforce, or present in insufficient numbers for a robust response.

Active and Standby component members will bring expeditionary, whole-of-government capabilities, unique sectoral expertise, and functional knowledge of their Participating Agencies' capabilities to support R&S operations. Reserve component members can be utilized, by any agency, for a range of R&S activities, but will focus on field-based, sector specific activities, such as: Developing, managing, and supporting technical programs; conducting technical assistance; and coordinating donors, multilateral organizations, NGOs, and the private sector to develop a comprehensive approach to technical assistance.

Currently, the CRC consists of Active and Standby personnel only. The Reserve component has yet to be funded. The Active and Standby components are a partnership of the eight Participating Agencies.

Section 1608(1) - Steps Taken To Establish a Civilian Response Corps

In July 2008, the State Department and the U.S. Agency for International Development (USAID) received initial funding in the amount of \$55 million under the fiscal year 2008 supplemental to establish the Active and Standby Components of the CRC, and to support S/CRS operations. With that funding, S/CRS has been leading an interagency effort to develop a CRC of 113 Active component members and 500 Standby component members across the eight Participating Agencies.

Memoranda of Agreement outlining the terms and conditions governing the activation, administration, and deployment of both the Active

and Standby components have been signed between the Participating Agencies and the Department of State. All Active component position descriptions have been written and classified, and departments are in the process of recruiting and hiring personnel using the fiscal year 2008 supplemental funding.

To further expand the CRC, a total of \$75 million was appropriated to the State Department (\$45 million) and USAID (\$30 million) for the Civilian Stabilization Initiative (CSI) in the Department of State, Foreign Operations and Related Programs Appropriations Act, 2009 (Div. H, P.L. 111-8) for the Active and Standby components of the CRC.

The allocation across the eight Participating Agencies of the 113 Active and 500 Standby component personnel covered by the fiscal year 2008 supplemental funds and the additional 150 Active that will be funded from the fiscal year 2009 CSI appropriations, as well as the long-term goal for the Standby component, are outlined in the two charts below:

CRC – Active

	FY08 Supplemental	Total with FY09 Omnibus
DOS	30	72
Commerce	2	5
DOJ	24	62
DHS	1	3
HHS	2	5
Treasury	1	2
USAID	37	93
USDA	3	8
TOTAL	100	250
<i>Existing S/CRS</i>	<i>13</i>	<i>13</i>

CRC – Standby

	FY08-09 Goal	Long-term Goal
DOS	196	576
Commerce	10	40
DOJ	72	496
DHS	6	24
HHS	10	40
Treasury	4	16
USAID	186	744
USDA	16	64
TOTAL	500	2000

Each Participating Agency has committed to making Active and Standby component personnel available for annual training that is funded via the fiscal year 2008 supplemental and fiscal year 2009 appropriations. S/CRS has created, in conjunction with the Foreign Service Institute and the National Defense University, a two-week Foundations training course to introduce CRC members to whole-of-government R&S concepts and tools. This expanded training program will be offered to CRC members and other interagency staff, including the military, involved in R&S operations beginning in April 2009. S/CRS is also working with existing USG training providers to develop an enhanced Foreign Affairs Counter Threat course, advanced planning courses, and an annual training strategy.

Under current plans, Reserve component members will enter into an agreement with the Department of State to serve for four years, during which time they will be expected to deploy for up to one year. They will be given the option to end their service upon completing their required deployment or to extend their service, if they performed at a satisfactory level.

S/CRS will be responsible for the recruitment, hiring, training, administration, management, and deployment of the Reserve component. When activated, Reserve component members will be hired by the

Department of State as General Schedule part-time, intermittent employees and provided the same benefits as other Department of State employees when in training or deployed.

The personnel recruited for the Reserve will need to have the same breadth of skills required for any successful R&S operation, and will mirror those sectoral areas identified in the Essential Task Matrix (ETM) and demonstrated as critical from experience. They consist of Criminal Justice and Policing, Essential Services, Economic Recovery, and Democracy and Governance.

Section 1608(2) - Structure, Operations, and Cost of the Civilian Response Corps

Structure

For R&S operations to succeed, citizens in those countries in crisis or recovering from crisis must feel safe in their homes, at work, in schools, and on the streets. Accordingly, over one-third of the first Active component members, and the majority of the first 500 Reserve component members are public safety and rule of law experts, with the remainder skilled in other key areas of management, economic recovery, essential services, and democracy and governance.

When not deployed in support of an R&S operation, Active component members will be assigned by their originating Participating Agency to carry out R&S related activities, such as:

- Training for R&S operations, including participating in military and civilian exercises, professional development rotations, and on-the-job training;
- Conducting training as subject matter experts;
- Contributing to the development of standard operating procedures, doctrine, and best practices; and
- Providing reach back and management support to the deployed CRC.

As noted above, CRC Active and Standby members are employees of one of the eight Participating Agencies. The management of Active component members varies by Participating Agency. The Departments of Agriculture, Treasury, Homeland Security, and Health and Human Services

have centralized their Active component members within one office; whereas, USAID and the Departments of State, Justice, and Commerce have spread their Active component members amongst several offices. Standby component members, who have on-going full-time duties, continue to be managed by their home offices.

In order to facilitate S/CRS oversight and interaction with CRC members, each Participating Agency has appointed a Response Corps Coordinator who manages that Department's CRC personnel. The Response Corps Coordinator has full visibility on the maintenance, monitoring, and disposition of the Department's Active and Standby personnel, including their clearance requirements, deployment status, and training. S/he serves as the single point of contact for matters pertaining to department Active and Standby components.

Operations

Depending on the size of the R&S operation, CRC members and other interagency personnel will be assigned to one of the Interagency Management System (IMS) structures (as outlined in the R&S Strategy included at the end of this report) or a Country Engagement Team. In either case, the goal of the CRC will be to operate in interagency teams, providing value-added expertise and support both across interagency operations and between Washington, the relevant Geographic Combatant Command, and the field.

Active component members are able to deploy to anywhere in the world on as little as 48 hours notice as part of a USG or multilateral/bilateral structure. Deployments of Active members are for 90-180 days, but can be extended for longer, if necessary.

If approved by their Participating Agency, Standby component members will be available for deployment in support of an R&S operation within 30 days of call-up. Deployments of Standby component members will be for an initial period of approximately 90 days but members may be asked to extend for an additional 90 days.

When activated by the Secretary of State, pursuant to a determination by the President, Reserve component members will be available to any Participating Agency to support an R&S operation. Reserve component

members will be available within 60 days of call-up to support R&S operations for up to one year.

When deployed abroad in an R&S operation and while under the general COM authority, all CRC personnel will fall under the operational control of the Participating Agency they are supporting. They will be able to call on both said Participating Agency and on integrated efforts in Washington for technical advice and support.

Participating Agencies have agreed that no more than 75% of any Participating Agency's Active and 25% of its Standby component members shall be deployed at any one time. No more than 25% of Reserve component members will be deployed at any one time for the same reason.

Cost

When fully implemented, the costs of the CRC will include:

- The full salary and benefits of Active component members.
- The full salary and benefits of Standby component members when deployed.
- The full salary and benefits of Reserve component members when in training or deployed.
- Training CRC members, including the creation of new R&S training courses.
- Equipment and vehicles for CRC members during training and deployments.
- All CRC deployment costs, including securing teams in the field.
- Management support at S/CRS and Participating Agencies.

The total annual cost for sustainment and deployment of the CRC includes the salaries, allowances, deployment differentials, danger pay, benefits including premium pay, severance, workers' compensation, and any other costs related to the employment of all Active component members and all Reserve component members while in training or deployed. It also includes reimbursing Participating Agencies for the salaries of Standby component members while deployed in addition to all deployment costs.

CRC members must be trained in whole-of-government response structures, R&S sectoral issues, planning, and assessment. The S/CRS and the Participating Agencies are leveraging existing courses at the Foreign Service Institute, the National Defense University, the Center for Reconstruction and Stabilization Studies, and the United States Institute of Peace. S/CRS and the Participating Agencies are also working with these same training providers to develop new courses specific to R&S operations. (Additional detail on the training curriculum is outlined in the R&S Strategy included at the end of this report). Active component members will receive up to eight weeks of training annually; Standby and Reserve component members will receive two weeks of training annually.

To be effective in the field, CRC members must deploy with appropriate equipment, including communications and armored vehicles. Communication equipment packages will be for transmission of secure and open data, interoperable across the interagency, and able to operate independent of local cellular or power infrastructure.

The CRC also includes the costs of maintaining a small management structure at S/CRS and at Participating Agency headquarters.

Once the initial start up costs of creating the training curriculum, training CRC members and purchasing their equipment have been funded, the recurring costs for maintaining the CRC will substantially decrease.

Section 1608(3) - How the Civilian Response Corps Coordinates, Interacts, and Works with Other Foreign Assistance Programs

S/CRS and the CRC work closely with foreign assistance providers, particularly with the Department of State, USAID, and the Department of Defense, to help transform conflict into sustainable peace and development in countries at risk of, in, or in transition from conflict and instability. The CRC provides the USG with its first standing capacity of well trained, civilian experts who can rapidly deploy to complex crises to conduct conflict assessments, facilitate strategic planning, and support the implementation of R&S assistance.

S/CRS has deployed CRC members, and its own staff, to support a number of critical missions to assess conflict, inform strategic plans, integrate civil-military plans and operations, capture best practices, and

design Department of Defense funded Section 1207 activities aimed at mitigating conflict and promoting stability. This work has taken place in Afghanistan, Iraq, Kosovo, Chad, Nepal, Bangladesh, Sri Lanka, Georgia, Haiti, Cambodia and the Democratic Republic of Congo.

In addition to assessment and planning assistance, S/CRS and CRC staff have supported the Department of State, USAID, Geographic Combatant Commands, and the European Union in implementing and coordinating a wide variety of foreign assistance programs including:

- Monitoring Sudanese refugees, Chadian internally displaced persons, and rebel groups in eastern Chad.
- Assisting in the stand-up of AFRICOM.
- Establishing the European Union's International Civilian Office in Kosovo.
- Coordinating foreign assistance in Lebanon for Embassy Beirut.
- Coordinating humanitarian and reconstruction assistance for the Republic of Georgia, including \$100 million in Section 1207 (P.L. 109-163, as amended) in cooperation with the Department of State's Bureau of European and Eurasian Affairs, USAID's Disaster Assistance Response Team (DART), Embassy Tbilisi, and EUCOM.
- Assisting the Department of State's Bureau of International Narcotics and Law Enforcement Affairs and Embassy Monrovia in Security Sector Reform assessment and coordination.
- Supporting Embassy Khartoum in drafting and negotiating the Darfur Peace Agreement (DPA), convening a DPA non-signatories conference, and standing up and staffing Peace Secretariats for DPA.
- Providing sector support for Rule of Law, Police, and Governance to address recurring instability in Port-au-Prince's largest slum under the the Haiti Stabilization Initiative project, in conjunction with USAID and the Department of State's Western Hemisphere Affairs Bureau and the Bureau of International Narcotics and Law Enforcement Affairs.

S/CRS and the CRC also support ongoing operations in Afghanistan. They have designed and implemented an interagency civilian-military Provincial Reconstruction Team (PRT) planning process and continue to support the integration of USG plans at the national, regional, and provincial levels. CRC members also provide civilian expertise at Regional Command

– East Brigade Task Forces. In Washington, S/CRS and the CRC also contribute to pre-deployment and counterinsurgency training for PRT and combat units deploying to Afghanistan.

Section 1608(4) - The Impact That Deployment of the Civilian Response Corps Has Had On the Capacity and Readiness of Domestic Agencies or State and Local Governments

While overseas missions are not the primary responsibility of the domestic agencies, these agencies will nevertheless continue to be called upon to contribute resources to critical overseas operations. The CRC increases the ability of Participating Agencies to quickly mobilize for a response by increasing the pool of trained, experienced, and skilled personnel who are ready and able to deploy.

Staffing R&S operations without adequate additional resources has been an ongoing burden for domestic agencies. State Department-funded Active component members provide, at no additional cost to agencies, an expeditionary corps of personnel available on short notice to respond to any National Security Council or Department of State request for support for R&S operations. The additive capability of Active component members lessens the burden on domestic agencies to reprioritize within existing personnel in the event of a crisis abroad, thereby allowing them to utilize other, existing staff to cover potential domestic emergencies.

A number of safeguards have been put in place to ensure that the CRC program does not negatively impact the capacity and readiness of primarily domestic agencies to respond to domestic contingencies. The safeguard provisions include the following:

- Agencies must approve deployments. For example, if a Standby component officer is working on a priority domestic emergency, the agency can refuse to approve the deployment.
- Agencies have the discretion to curtail (direct to return to home agency) Standby component members, if said member is needed to respond to a domestic emergency.
- No more than 25 % of the Standby component of any domestic agency will be deployed at any one time.

Funds have not yet been appropriated to establish the Reserve component of the CRC. As a result, there has been no impact on the capacity and readiness of state and local governments.

Section 1608(5) - Reconstruction and Stabilization Strategy

The Reconstruction and Stabilization Strategy is included at the end of this document.

Section 1608(6) - Recommendations to Improve Implementation of Subsection (B) of Section 62 of the State Department Basic Authorities Act

The national security threats of today require strategic-level integration of efforts across Departmental and congressional committee lines. The authorities of the Secretary of State to manage foreign relations, foreign assistance, and the Foreign Service provide the foundation for coordinated interagency R&S operations. There are also numerous flexible authorities for crisis and emergency response funding, including drawdown, transfer of funds, temporary hiring, and use of other agencies to implement various forms of assistance; however, additional authorities and resources are needed to facilitate integrated responses to meet new security challenges.

The following additional authorities would facilitate the USG's ability to staff and manage R&S operations more effectively:

- Expansion of the definition of "Personnel" under Section 1603(5) of the Act to include personal service contractors (PSC) and Foreign Service Nationals (FSN). Currently, those agencies that are heavily staffed with PSCs and FSNs are having difficulty meeting their Standby component requirements due to a lack of staff that meet the current, narrow definition. In addition, both PSCs and FSNs have skills that would be of significant value to the CRC.
- Dual compensation waivers for Civil Service and Foreign Service annuitants who are assigned, detailed, or deployed to assist in R&S operations. This authority would greatly expand the pool of potential Active component members who, although retired, have the knowledge and experience best suited to an R&S mission. Because Active component members are deployed most of the time, we expect

a higher than average drop-out rate, especially by those at a younger age who may want to start or maintain families. Federal retirees, however, are less encumbered by family constraints, have a maturity and level of commitment advantageous for the Active component, are familiar with Federal bureaucracy, and are often looking for something meaningful to do in retirement. Retirees are also ideal for the Stand-by component, provided dual compensation is also permitted, as it would allow the partner agencies access a larger pool of members thereby reducing the number of the employees that would have to be taken out of their regular jobs to deploy.

- Availability of other pay provisions for deployed personnel to include salary cap waivers, premium pay and exclusion from gross income any pay received when serving in a combat zone. These provisions would be a significant recruitment tool and would place the CRC on par with the military in those crises where both are deployed and working side by side.
- Additional incentive authorities for personnel serving in R&S operations.
- Addition of reemployment rights for the Reserve component. Although not yet funded, we will be unable to fully realize the Reserve component without the ability to ensure that members will have jobs to return to following deployment, as is the case for military reserves. We may be able to realize a small cadre of private sector retirees, but that is small pool compared to the millions of potential Reserve component members currently employed in State and local governments and the private sector with the skills required for an R&S mission.

Additionally, the critical shortage of immediate funding for non-humanitarian responses to crises constrains the USG's ability to rapidly deploy and effectively allocate and manage resources for R&S operations. The unique nature of these crises requires that the Department of State, USAID, and other partner agencies be able to begin immediate activities on the ground to minimize risk and to initiate rapid stabilization. Experience has demonstrated again and again that resources are most effective during the immediate aftermath of conflict when popular expectations are high.

To address this issue, funding in the CSI account that is sufficient to support the immediate and urgent reconstruction activities of CRC members in the field, including in semi- or non-permissive environments for up to 90 days, is needed.

Section 1608(7) – A Description of Anticipated Costs Associated With the Development, Annual Sustainment, and Deployment of the Civilian Reserve Corps

Because the Reserve component has not yet been stood-up due to a lack of funding, the cost to recruit, train and provide personal equipment for 2000 reservists can only be estimated at \$64 million. That estimate does not include deployment costs, heavy equipment, or force protection costs, all of which are not separable from the total costs of the CRC. In addition, only a percentage of CRC, including reservists, will be deployed at any time. When called-up, the costs for the Reserve would be the same as for Active and Standby members.

Additional detail on what is included in the costs to develop, sustain and deploy the entire CRC, including the Reserves, is provided in the subsection entitled “Costs” on pages 8-9.

**Reconstruction and Stabilization Strategy
Title XVI of P.L. 110-417,
the Reconstruction and Stabilization Civilian Management Act
of 2008**

Section 1608 of the Reconstruction and Stabilization Civilian Management Act of 2008 (Title XVI of P.L. 110-417) (“the Act”) requires that the Secretary of State submit a reconstruction and stabilization strategy as a part of an annual report to the Congress. For ease of reading, the strategy is included here rather than in the body of the report.

Section 1607 of the Act (below) outlines the information to be included in the strategy.

SEC. 1607. RECONSTRUCTION AND STABILIZATION STRATEGY.

- (a) In General- The Secretary of State, in consultation with the Administrator of the United States Agency for International Development, shall develop an interagency strategy to respond to reconstruction and stabilization operations.*
- (b) Contents- The strategy required under subsection (a) shall include the following:*
- (1) Identification of and efforts to improve the skills sets needed to respond to and support reconstruction and stabilization operations in countries or regions that are at risk of, in, or are in transition from, conflict or civil strife.*
 - (2) Identification of specific agencies that can adequately satisfy the skills sets referred to in paragraph (1).*
 - (3) Efforts to increase training of Federal civilian personnel to carry out reconstruction and stabilization activities.*
 - (4) Efforts to develop a database of proven and best practices based on previous reconstruction and stabilization operations.*
 - (5) A plan to coordinate the activities of agencies involved in reconstruction and stabilization operations.*

This Strategy has two overarching goals. The first is to support the Secretary of State in coordinating a comprehensive civilian interagency response to threats posed to U.S. national security interests by foreign states and regions at risk of, in or in transition from conflict or civil strife via institutionalized whole-of-government planning and management systems.

The second is to increase the U.S. Government's (USG) civilian reconstruction and stabilization (R&S) response capacity through the creation of the Civilian Response Corps¹ (CRC), increased training in R&S, and the implementation of best practices.

Increased Coordination Through Whole-of-Government Planning

The goal of the "U.S. Government Planning Framework for Reconstruction, Stabilization, and Conflict Transformation" is to achieve conflict transformation in a specified country or region by integrating all relevant USG activities, including those of the U.S. military, in a way that addresses the underlying sources of conflict.

The Planning Framework ensures that:

- The USG is working toward a common R&S strategic objective;
- Resources are applied to lines of effort that support desired outcomes;
- Departments do not duplicate efforts;
- Gaps are identified and closed;
- USG efforts are coordinated with the host-nation government, non-governmental organizations, and international organizations; and
- Best practices are applied, especially in ensuring that assistance is targeted to mitigate drivers of conflict and to build local institutional capacity.

The Planning Framework establishes a four-stage process outlined below.

Situation Analysis: The first task of the strategic planning team is to analyze the current environment using the Interagency Conflict Assessment Framework (ICAF) and other applicable assessment methodologies. Drawing on the results of the ICAF, the strategic planning team will develop a Situation Analysis Overview that provides a clear depiction of the drivers and mitigators of conflict, current USG and international efforts, U.S. interests relating to the country or region, the expected actions of key actors, risks associated with both action and inaction, legal considerations for providing assistance to the country, and critical gaps in knowledge.

¹ The Reconstruction and Stabilization Civilian Management Act of 2008 (Title XVI of P.L. 110-417) authorizes a Response Readiness Corps (comprised of federal employees in both active and standby status) and a Civilian Reserve Corps. The term Civilian Response Corps (CRC) refers to both groups collectively.

Policy Formulation: The Situation Analysis lays the foundation for the articulation of clear policy options with associated risks and benefits. The final Policy Statement determines the overarching goal and provides a preliminary estimate of the USG resources required for the R&S operation.

Strategy Development: The Policy Statement becomes the starting point for developing the USG R&S Strategic Plan. This plan will determine how the USG will address the prioritization, sequencing, funding, and cross sectoral linkages of USG efforts.

To aid planners, S/CRS and an interagency team created the Essential Task Matrix (ETM). The ETM organizes the activities required for conflict recovery by time and sector. While the ETM contains priority and sequencing of tasks, the conditions under which a country emerges from conflict are unique, therefore, the priority, timing, suitability, and implementation of tasks will vary from country to country.

An R&S operation likely to involve a U.S. military presence will create the need to integrate civilian and military planning. Under the R&S Planning Framework, a team of civilian planners would deploy to the applicable Combatant Command to ensure this integration occurs. Likewise, a team may deploy to a multinational planning headquarters to integrate USG efforts with an international response.

Interagency Implementation Planning: Interagency Implementation Planning is an iterative process to synchronize diplomatic, development, and defense implementation planning and tasks towards the goal of executing the USG R&S Strategic Plan. The implementation planning team will need to validate the strategic planning assumptions, "ground truth", the broad outlines of the USG R&S Strategic Plan, and determine a planning approach that will assure host-country ownership, civil society participation, strong donor coordination, and the application of objective and verifiable metrics to monitor implementation and measure success.

Increased Coordination Through the Interagency Management System

The Interagency Management System (IMS) for R&S is a flexible tool designed to assist Washington policymakers, Chiefs of Mission, and military commanders manage complex R&S operations by ensuring coordination and

unity of effort among all USG stakeholders at the strategic, operational, and tactical/field levels. The system is intended to facilitate and support:

- Integrated planning processes for unified USG strategic and implementation plans, including funding requests;
- Joint interagency field deployments; and
- A joint civilian operations capability including shared communications and information management.

Each structure of the IMS, outlined below, is carefully designed to work seamlessly with existing USG structures. The structures outlined in the IMS may be activated individually or together, depending on the particular circumstances. These structures are:

- The Country Reconstruction & Stabilization Group (CRSG): A Washington-based interagency decision-making body with a planning and operations staff;
- The Integration Planning Cell (IPC): A civilian planning cell integrated with relevant Geographic Combatant Command(s) or with equivalent multinational headquarters; and,
- The Advance Civilian Team (ACT): One or more interagency field management and coordination teams to support Chiefs of Missions in the field.

This system ensures that USG R&S participants at all levels have a common operating picture, that the Chief of Mission has a coherent framework for R&S decision-making, and that all R&S activities are synchronized in time, space, and purpose, limiting duplication of effort.

These structures are flexible in size and composition to meet the particular requirements of the situation and integrate personnel from all relevant agencies. Each IMS structure is designed to support and augment, not replace, USG structures and will be staffed by existing interagency personnel and by the CRC.

Increased Capacity Through the Civilian Response Corps

The CRC, as outlined in the introduction of the accompanying report on pages 2-3, provides the USG with a standing capability to complement

the conventional operations of departments in R&S operations and staff whole-of-government response structures, like the Interagency Management System. The CRC is comprised of three complementary components: Active, Standby, and Reserve.

Active and Standby component members will bring expeditionary, whole-of-government capabilities, unique sectoral expertise, and functional knowledge of their Participating Agencies' capabilities to support R&S operations. Reserve component members can be utilized, by any agency, for a range of R&S activities, but will focus on field based, sector specific activities, such as: developing, managing, and supporting technical programs; conducting technical assistance; and coordinating donors, multilateral organizations, NGOs, and the private sector to develop a comprehensive approach to technical assistance.

Currently, the CRC consists of Active and Standby personnel as the Reserve component has yet to be funded. The Active and Standby components are a partnership of eight Participating Agencies²; however, the concept can be expanded to include other departments that have relevant skills and expertise.

When fully funded, the CRC will possess the full range of skill sets necessary for successful R&S operations. These skill sets are based on lessons learned from R&S operations and can be separated into the six general categories:

Planning, Operations, and Management (State and USAID): Members to manage mission set up and field teams in assessment, operations setup, planning, program design/startup, military liaison, and local engagement.

Criminal Justice and Policing (State, Justice, Homeland Security, and USAID): Police, legal, judicial, and corrections personnel to assess, plan, and start up full-spectrum criminal justice operations and development.

Economic Recovery (Agriculture, Treasury, Commerce, and USAID): Experts in agriculture, rural development, commerce, taxes, monetary

² The eight Participating Agencies consist of the Department of State, the United States Agency for International Development (USAID), and the Departments of Justice, Agriculture, Commerce, Treasury, Homeland Security, and Health and Human Services.

policy, and business and financial services to assess, plan, and help stand up economic recovery programs.

Essential Services (USAID and Health & Human Services): Experts in public health, infrastructure, education, and labor to assess, plan, and help stand up essential public services.

Diplomacy and Governance (State and USAID): Members covering rule of law, human rights, protection, governance, conflict mitigation, and civil society/media to assess, plan, and stand up diplomatic, democracy, and governance programs.

Diplomatic Security (State): Diplomatic Security Agents -- security members and security planners.

CRC members will be called upon for a range of R&S operations and will perform a variety of functions while deployed, including:

- Supporting whole-of-government planning, assessments, and project design;
- Establishing and expanding USG capabilities in an R&S environment; and
- Conducting critical R&S activities, including: Diplomatic reporting, public affairs, procurement, administration, logistics, security, team management, engagement with host nation citizens, mentoring and training, management of contract personnel, and coordination.

Given the multiplicity of tasks and the unpredictable nature of deployments, CRC members must be highly-motivated, experienced in operating in dangerous and austere environments, flexible, mature, and team-oriented.

The challenges of the 21st century require a significant increase in our capacity to respond quickly and effectively to emerging threats. The CRC provides this capacity with a coherent mechanism that is agile, flexible, and scalable.

Increased Capacity Through Training

Working in complex international operations is extremely demanding work that traditional USG civilian department training programs do not address. The Office of the Coordinator for Reconstruction and Stabilization (S/CRS) recognized this gap and in response, has been offering a series of courses in R&S to interagency personnel at the National Foreign Affairs Training Center since 2006. The S/CRS coordinated training program is intended for CRC personnel as well as other relevant USG civilian and military personnel involved in R&S operations. Members are trained to look at complex situations from a cross sectoral perspective allowing them to design holistic responses to complex situations. Additionally, they are trained to address the root causes of instability: to decrease the drivers of conflict while increasing the host Government's ability to mitigate these pressures. Training courses regularly incorporate emerging doctrine and best practices into the curriculum.

CRC members, in particular, are trained to operate in interagency teams as part of a whole-of-government response. S/CRS is in the process of expanding its current R&S curriculum, making use of relevant existing training and education programs, such as the Center for Stabilization and Reconstruction Studies at the Naval Postgraduate School, the National Defense University, and the United States Institute of Peace. The expanded training program consists of the following types of training:

Orientation Training: This course includes:

- R&S principles, authorities, and theories;
- Roles, responsibilities, and linkages with Key Actors;
- Communications in R&S environments; and
- Administrative, personal, and logistical support for deployment.

Annual Training: Annual training content includes:

- General R&S training increases the ability to utilize key systems, methods, and tools for R&S operations through the application of best practices;

- Leadership training enhances leadership and communication skills for working in cross-institution and post-conflict cultural settings within R&S environments;
- Planning training improves capabilities and increases USG civilian capacity for planning during R&S operations;
- Specialized training adapts and increases sector knowledge, skills, and functional expertise for working in R&S environments;
- Certification, Qualification, and Refresher training includes specialized training that is mandatory for designated personnel, e.g. field communications equipment; and
- Exercises reinforce classroom, online, and technical training through application and practice in planned civilian-military exercises and experiments.

Pre-deployment Training: Pre-deployment training will focus on the mission-specific country context and will be determined by the operational readiness of personnel and USG needs. This may also include security, safety, and health training as necessary.

In-Theatre Continuity Training: As appropriate and feasible, personnel will receive in-theatre training to maintain continuity of operations.

Reintegration Training: Reintegration training will ensure that everyone returning from a deployment is provided adequate support and resources to facilitate readjustment to life back in the United States.

Increased Capacity Through Best Practices

S/CRS is a living repository of best practices via its mission, structure, processes, doctrine, and training. Doctrine developed from such practices, includes the IMS, the ICAF, the R&S Planning Framework, and the ETM. Training courses regularly incorporate emerging doctrine and best practices into the curriculum. For example, the CRC was the direct result of a best practice from fielding staff to Iraq and Afghanistan.

S/CRS, USAID and other interagency players have published several R&S specific sectoral guides, such as USAID's Guide to Economic Growth in Post Conflict Countries, and S/CRS's guides on Elections, and

Disarmament, Demobilization, and Reintegration. These guides serve as references for both planners and implementers, supplementing the ETM.

Given its role as the Coordinator for USG R&S operations, S/CRS has been designated the policy lead for the "Whole-of-Government Lessons Learned Hub". This Hub will coordinate and facilitate the collection, dissemination, and application of R&S best practices across the USG.

The Hub will gather best practices through:

- Active collection during an R&S operation, including self-assessments and progress reviews;
- After-action reviews via online surveys and face-to-face consultations;
- Collecting lessons documented by interagency partners by linking with agency specific collection and dissemination processes; and
- Topic-specific conferences, such as the March 2008 Provincial Reconstruction Team Lessons Learned Workshop in Gettysburg, Pennsylvania.

The Hub will synthesize lessons learned into best practices, allowing best practices to be incorporated into doctrine, training, and operations.